SEVENTH REPORT
STANDING COMMITTEE ON RAILWAYS
(1994-95)

TENTH LOK SABHA

MINISTRY OF RAILWAYS (RAILWAY BOARD)
PASSENGER AMENITIES

Action taken by the Government on the recommendations contained in the First Report of the Standing Committee on Railways (1993-94) (Tenth Lok Sabha)

07 DEC 1994

Presented to Lok Sabha on.....

Laid in Rajya Sabha on.....07 DEC 1994.....

LOK SABHA SECRETARIAT
NEW DELHI

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STANDING COMMITTEE ON RAILWAYS
(1994-95)

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3. Shri R.C. Gupta — *Under Secretary*

INTRODUCTION

I, the Chairman of the Standing Committee on Railways (1994-95) having been authorised by the Committee to submit Report on their behalf, present this 7th Report on Action Taken by Government on the recommendations/observations contained in First Report of the Standing Committee on Railways (1993-94) (Tenth Lok Sabha) on Ministry of Railways (Railway Board)—"Passenger Amenities".

2. The First Report was presented to Lok Sabha on 14 May, 1993. The Government furnished their replies indicating action taken on the recommendations/observations contained in that Report. The replies were examined. The Committee also took oral evidence of the representatives of the Ministry of Railways on 9 June, 1994.

3. The Committee wish to express their thanks to the Officers of the Ministry of Railways for furnishing the material and information which they desired in connection with the examination of action taken replies and sharing with the Committee their views concerning the matters which came up for discussion during evidence.

4. The Committee adopted the Report at their sitting held on 26 August, 1994.

5. An analysis of the Action Taken by the Government on recommendations/observations contained in the First Report (Tenth Lok Sabha) of the Committee is given in Appendix-II.

NEW DELHI;
August 26, 1994
Bhadra 4, 1916 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

CHAPTER I

REPORT

This Report of the Standing Committee on Railways (1994-95) deals with the action taken by the Government on the recommendations contained in the First Report of the Standing Committee on Railways (1993-94) on the Ministry of Railways (Railway Board)—Passenger Amenities.

2. The Committee presented their First Report on 'Passenger Amenities' to Lok Sabha on 14 May, 1993. It contained 18 recommendations/ observations. Replies of the Government in respect of these recommendations have been received. These have broadly been categorised as under:

(i) Recommendations/observations which have been accepted by the Government:
Paras 22, 25, 26, 27, 28, 30, 41 and 42. (Total 8, Chapter II)

(ii) Recommendations/observations which the Committee do not desire to pursue in the light of the replies received from the Government:
Para 21. (Total 1, Chapter III)

(iii) Recommendations/observations replies to which have not been accepted by the Committee:
Paras 18, 19, 20, 23, 24, 33, 38, 39 and 40.
(Total 9, Chapter IV)

(iv) Recommendations/observations in respect of which final replies of Government have not been received:

Nil.

3. The Committee will now deal with the action taken replies of the Government on some of their recommendations.

A. *Classification of and Improvement in Passenger Amenities*

Recommendations (Paras 18, 19, 20 and 23)

4. In Paras 18, 19 and 20 of their First Report the Standing Committee on Railways, after going through the list of basic amenities provided during 1952 and as at the end of Seventh Plan, found that not a single item more of basic amenities has been added to the list to make the passengers little more comfortable. The Committee desired the Railways to take note of the fact and make sincere efforts to effect improvement in the standard of passenger amenities.

5. The Committee failed to understand as to how certain basic functional requirements like urinals, platform covers, water coolers, foot overbridges

or sub-ways, reservation offices, inquiry offices with train indication boards, improved lighting and fans arrangement provided in certain stations could constitute additional amenities provided to the passengers. The Committee expressed the view that being the sole rail transport carrier of the country, Railways have a solemn duty and moral responsibility to serve the travelling public but they have not discharged their duty in providing adequate amenities and classified certain basic functional requirements at stations/platforms as passenger amenities. The Committee did not appreciate this attitude of the Railways.

6. In their Action Taken reply, the Ministry of Railways (Railway Board) have stated:

> "It is felt that the items comprising the list of basic passenger amenities as in 1952 are those which are more important than the other facilities which the Railways would like to provide at the stations if the availability of funds so permit. Accordingly, the norms for basic amenities are the minimum facilities required to be provided irrespective of the status of a station. It also does not impose any restriction to provide more amenities based on the volume of traffic at a station. However, the progressive and substantial increase in the yearly allocation under the Plan Head 'Passsenger Amenities' definitely goes towards provision of those amenities which are categorised as additional amenities. As such, even though the list of basic amenities remains the same, more amenities have been provided at various railway stations on the Indian Railways. However, while providing these facilities priority is accorded to stations dealing with larger volume of passenger traffic and stations having important status from commercial and business point of view or traffic interchange."

The Ministry of Railways have further stated:

> "The Ministry of Railways feel that the basic Passenger Amenities should be only those which are essential for commencing operations at any station and all other facilities for passengers including the facilities mentioned by the Committee, constitute additional facilities."

7. During the course of evidence when asked why the distinction is made between 'basic' and 'additional' passenger amenities, the Member (Engineering) stated:

> "The basic amenities are those which we consider should be provided at each and every station which is opened on the Indian Railways. Basic amenities which we have categorised are those which should be available at each and every station and the number of passengers and the number of trains and the type of clientele whether it is suburban or non-suburban, we have our own yardsticks for various other facilities like platform covers and benches, drinking water, toilets,

improved cooking arrangements and electrification. As and when the level of passenger traffic increases, we provide the necessities. Basic remains the same. All other facilities will be provided as and when the traffic justifies it. That has been our approach."

8. It has, however, been informed by the Ministry through a written note submitted to the Committee after evidence that "...all deficiencies in respect of Basic Amenities as were noted in the census taken on 1.4.91 are planned to be removed by 31.3.95. The present distinction between "basic" and "additional" amenities will disappear thereafter on completion of this programme."

9. In para 23 of their Report, the Committee desired the Railways to spell out in unequivocal terms the basic amenities as recommended by the Estimates Committee long back and the items included in it. The Committee expressed their shock and surprise over the inclusion of basic necessities like provision of urinals, platform covers, sub-ways and catering arrangements, etc. as additional facilities in the list of passenger amenities. They strongly viewed that nothing less than this could be provided to make the railway stations/platforms functional ones.

10. In their reply, the Ministry of Railways (Railway Board) have stated that in response to Estimates Committee's observations in their Report of 1987-88, Railways had listed the following items as basic passenger amenities:

I. Regular/Flag Stations

1. Waiting Hall
2. Benches
3. Drinking Water
4. Latrines
5. Platforms with well maintained surface
6. Proper booking arrangement
7. Lighting arrangements
8. Shady trees

II. Halt Stations

1. Rail level platform of suitable length
2. Waiting shed-cum-booking office
3. Lights where trains stop at night
4. Shady trees.

11. As regards the observations of the Standing Committee on Railways, the position explained by the Ministry is as follows:

(i) Latrines are basic passenger amenities at stations. At such stations where the volume of traffic is meagre, the latrines can adequately serve the purpose of urinals also.

(ii) As regards platform covers most of the stations dealing with moderate passenger traffic have already been provided with cover over platforms. At very small stations, the waiting hall which is a

basic passenger amenity and shady trees which again are one of the basic passenger amenities provide adequate shelter to the waiting passengers.

(iii) As regards sub-ways, the experience shows that normally the sub-ways become shelters for urchins, hiding place for anti-social elements and a storage place for garbage. Wherever necessary, the purpose is better served by foot over bridges. However, at smaller stations where the number of passengers being dealt with is very small and very few trains halt, the crossing of the railway lines is adequately accomplished through the device of pathway, provided at the end of the platform.

12. Having not been satisfied with the replies of the Ministry, the Committee wanted clarification in respect of improvements effected by the Railways under the head 'Passenger Amenities' especially after the presentation of their Report. In response, the Ministry of Railways (Railway Board) supplied a comprehensive list of passenger amenity works (costing Rs. 2 lakhs and above) completed in 1993-94 under different Zonal Railways. After making a scrutiny of the list, the Committee wanted to know how the infrastructural facilities like station buildings, platforms, booking arrangements, lighting arrangements etc. which are functional requirements of the Railways were being created under 'basic passenger amenities'. In reply, the Member (Engg.) Railway Board, stated during evidence:

"These are all complementaries."

13. In a written note submitted after the evidence the Ministry of Railways (Railway Board) have further stated:

> "In line with the views of the Committee that some facilities presently classified as 'basic amenities' are part of the infrastructure of station, the Ministry of Railways would like to point out that when a regular station/halt station is first constructed, these basic amenities are, in fact, provided as part of infrastructure and no funds are spent from the Plan Head 'Passenger Amenities'. This is because they are considered as part of the infrastructural requirements of the station. However, when improvements to these essential facilities are carried out, such as, raising of platforms; improving the surface of a platform; providing bigger/ improved waiting hall; providing a longer platform cover, providing a washable apron, etc., these are then rightfully provided for under the Plan Head 'Passenger Amenities' as they do constitute improved amenities."

14. The Ministry of Railways (Railway Board) in written note, however, "accepted in principle" that certain basic functional requirements (in the nature of infrastructural facilities) at stations and platforms should not be classified as 'passenger amenities'.

15. The Government replies do not give a clear picture of the action taken or proposed to be taken by the Ministry of Railways (Railway Board) in respect of the deficiencies/shortcomings pointed out by the Committee. The Railways are making a distinction between 'basic' and 'additional' amenities. Such distinction in not tenable. The Committee feel that amenities should be provided to the passengers without making any distinction. They should be need-based and provided keeping in view the volume of passenger traffic at a particular station/platform and in trains.

16. The Committee are surprised to note that even after more than forty years since the list of passenger amenities was first formulated in 1952, the Railways have not shown any indication of adding any more items to the list of basic amenities for making the rail journey more comfortable.

17. The Committee find that the reply of the Ministry is silent about considering certain necessities like urinals, platform covers, sub-ways and catering arrangements as basic amenities. Rather the Railways have mixed up various basic passenger amenities with the Railways' own infrastructural needs which has presented a wrong picture of Railways efforts to augment amenities for the travelling public. The Committee feel that infrastructural facilities like station buildings, platforms, booking arrangements, lighting arrangements, etc. which are essentially needed for the Railways own functioning cannot exclusively be treated as passenger amenities. They are part and parcel of functional requirements of a commercial department like Railways. The Committee suggest that all such facilities as fulfil the infrastructural needs of the Railways, should be excluded from the list of passenger amenities. Besides inclusion of such infrastructural facilities in the list of passenger amenities will give a wrong indication about the volume of investment made by the Railways for passenger amenities. It would be in the fitness of things if the present list of passenger amenities is scientifically reviewed by an specially constituted body to identify exclusively those items of amenities that give direct utility to the travelling public. It will not only enable the Railways to formulate realistic investment schemes under the Plan Head 'Passenger Amenities' but also help the people know what type of passenger amenities are really being provided to them by the Railways.

B. *Under-Utilisation of funds*

Recommendation (Para 24)

18. The Committee found that the Railways had not been serious and sincere enough in providing much needed basic amenities to the passengers. They pointed out that out of the budget provision of Rs. 28 crores under the head 'Passenger Amenities' during the year 1990-91, the Railways spent only Rs. 20.9 crores. Again out of a budget provision of Rs. 31 crores made for the purpose during 1991-92, the Railways spent only Rs. 23.6 crores. In respect of budget provision of Rs. 50 crores, Railways could spend only Rs. 9.9 crores till December, 1992. The

Committee expected the Railways to act speedily and efficiently in responding to the basic requirements of travelling public. They expected that the Railways should be able to spend Rs. 60 crores provided for 1993-94 to implement the schemes included in the proposals for inhancement of passenger amenities.

19. In their reply, the Ministry of Railways (Railway Board) have stated that the surrender of funds in the recent years had been due to unforeseen circumstances like delay in availability of site, failure of contractors, non-availability of materials, climatic factors etc. However, it is the endeavour of the Railways that funds allotted during the current year are fully utilised and all out efforts are being made to achieve this target.

20. During the course of evidence, the representative of the Ministry of Railways (Railway Board) admitted that in the past there had been some problems in regard to utilisation of funds under the 'Passenger Amenities'. He stated:

"We are aware of the fact that this area requires greater attention."

21. The Committee note that the explanation given by the Ministry of Railways for surrender or non-utilisation of funds during 1990-91, 1991-92 and 1992-93 are not satisfactory. In the opinion of the Committee, excepting the climatic factors, all other factors as given by the Railways cannot be considered as unforeseen. The Committee, therefore, recommend that all out efforts should be made by the Railway Board to ensure that the funds once allocated for passenger amenity programmes are fully and fruitfully utilised and there should be proper enquiry to fix up the responsibility of the person/persons who has or have failed to take steps for the utilisation of the funds.

C. *Monitoring and Review of Upkeep and Maintenance of Passenger Amenities*

Recommendation (Para 28)

22. On perusal and scrutiny of inspection reports of the Executive Director (Passenger Amenities) and inspection reports of Shri Panchhazeri, Chairman, Passenger Amenities Committee at national level, the Committee felt that Railways did not take prompt action to remove the deficiencies pointed out from time to time. They observed that even though some sort of standing arrangements were existing for maintenance of the facilities and steps were taken to remove the deficiencies, the machanism did not function to the desired level. There was hardly any evidence to show that for failures in the maintenance and providing of facilities to the passengers, especially Second Class Passengers, any action was taken against any railway officials. The Committee, therefore, felt that all persons responsible for maintaining certain facilities/public utilities/ amenities in different trains and at different stations should be held responsible and brought to book for the lapses whenever they are

established. For this purpose, the Committee suggested that a Standing Action Committee competent to deal with the lapses of officers of all levels be constituted at the Board level to fix the responsibility for lapses.

23. The reply, the Ministry of Railways have stated that they had decided that a Standing Action Committee headed by Additional General Manager (AGM) and consisting of Chief Commercial Manager (CCM), Chief Mechanical Engineer (CME) and Chief Medical Officer (CMO) be constituted at the Zonal Railway Headquarters for the purpose. According to them, this Committee will periodically review the progress of Passenger Amenities related programmes. This Committee will also review periodically the upkeep and maintenance of passenger amenity facilities provided. The Committee will take appropriate measures to ensure that lapses wherever evident are adequately dealt with. The Ministry have stated that necessary instructions had been issued to the Zonal Railway Administrations for doing the needful.

24. During evidence on action taken replies, the Committee asked the Ministry to comment on the advisability of setting up of a Standing Action Committee in the Railway Board to deal with lapses at all levels. The Ministry of Railways (Railway Board) in a written note submitted to the Committee after evidence have stated:

> "A Standing Action Committee comprising Adviser (Works), Adviser (Commercial), Adviser (Electrical) and Adviser (Mechanical) is being set up to monitor progress of passenger amenity works as well as direct action to be taken against persons held responsible for lapses."

25. The Committee note that the Ministry of Railways have initiated action to constitute Standing Action Committee at the Board and Zonal Railways levels to deal with the lapses in the upkeep and maintenance of passenger amenities under different railways. But the machanism of interaction between such a committee in Railway Board and at the level of Zonal Railways has not been indicated in the reply of the Ministry. The Committee, therefore, recommend that some mechanism should be evolved for effective coordination between these committees at the apex and zonal levels. They would like to be apprised of the action taken by the Ministry of Railways in this regard.

D. *Expenditure on Passenger Amenities*

Recommendation (Para 33)

26. The Committee noted that there had been only a marginal increase of 0.27% in the expenditure on passenger amenities to passenger earnings in the Seventh Plan over the Sixth Plan. The Committee opined that passengers deserve a better deal. They suggested that greater allocation should be made on passenger amenities in proportion to the growth of passenger traffic and their earnings.

27. In their reply, the Ministry of Railways have stated:

> "The number of originating passengers on the Indian Railways increased by only 9.6% over the VII Plan, *i.e.*, between 1984-85 and 1989-90 whereas the annual expenditure on passenger amenities during the same period increased by more than 200 per cent. Rate of increase in passenger earnings during the same period was also much less at 83.10%."

28. The reply of the Ministry of Railways (Railway Board) is quite brief and vague. It does not reflect what concrete steps have actually been initiated by the Railways for ensuring greater allocation of funds for passenger amenities. The recommendation/observation of the Committee has been treated by the Ministry in a very casual manner. The Committee, therefore, call upon the Ministry of Railways to formulate a clear cut policy with a view to ensuring adequate allocation of funds for passenger amenities.

E. *Procedure Followed in Allocating Funds to Zonal Railways for Passenger Amenities*

Recommendations (Paras 38, 39 and 40)

29. The Committee noted that every year Railways provided certain amount in their Budget Estimates under the broad head "Passenger and other Railway Users' Amenities" providing funds under different sub-heads for different railways. They also noted that pending final allotment of funds under the Plan Head "Passenger and other Railway Users' Amenities", the tentative ceilings were fixed internally by the Railway Board and the Zonal Railways were asked to send their proposals to be executed in the next year within the ceiling limit. After the Annual Plan of the Railways was finalised, this amount was distributed railway-wise and distribution of the allotted amount for the purpose of execution was done by the Zonal Railways themselves. The Railway Board would change allocation from one railway to another, if they so desired.

30. In the opinion of the Committee the aforesaid procedure suffered from an in-built defect. It restrained the Zonal Railways to formulate proposals/schemes according to their requirements and put restrictions on them to finalise Zonal Plans within the ceiling limit. The Committee desired that the proposals should be formulated by the Zonal Railways keeping in view the basic requirements of the respective Railways under the head 'Basic Passenger Amenities' in consultation with ZRUCC and DRUCC and the Railway Board should generally agree to the proposals of the Zonal Railways.

31. The Committee expressed the view that once the allocation of funds was made for providing passenger amenities and given to the Zonal Railways, the Railway Board should not change or transfer the allotted money to another railway. They further wanted that the Railway Board should ensure that funds so allocated are fruitfully utilised for which they

were asked for. In case of any failure on the part of the Zonal Railways to implement the projected scheme, concerned officers of the Zonal Railways should be made liable to explain the reasons for non-implementation of the scheme. The Committee hoped that the Railway Board would review the matter afresh and evolve a procedure in consultation with all the Zonal Railways, ZRUCC and DRUCC to make it more purposeful.

32. In reply, the Ministry of Railways have stated:

> "Zonal Railways have already been instructed that the first charge on available funds will be on the provision of basic passenger amenities. Accordingly, the Zonal Railways assess the requirement of funds for the next year and the same is conveyed to the Board. Based on Railways' requirement and based on the availability of funds, ceilings are fixed within which the railways frame their Works Programme for the next year. Allocation once made is not changed arbitrarily by the Board. The changes are effected only if a particular Zonal Railway re-assess their requirement of funds within the working year and indicates revised requirement."

33. During evidence on action taken replies, the Member (Engineering), Railway Board informed the Committee regarding the budget proposals from the Zonal Railways for the year 1993-94 as follows:—

> "In 1993-94 when we (Railways) were framing budget proposals we got the proposals from the Zonal Railways with a demand for Rs. 40 crores. But we allocated Rs. 60 crore because we wanted to emphasize more on this subject with the instructions that these have to be spent. We also gave them the signal that in case they need more money during the year, we will be able to provide. They asked for Rs. 63.5 crores and we gave them that."

34. When asked whether the Railway Board was satisfied with the assessment of Zonal Railways that Rs. 40 crore would be enough through India to provide passenger amenities, the Member (Engineering) replied in negative.

35. During the course of evidence, the Committee suggested that in order to avoid any element of adhocism in making provision for passenger amenities, long-term perspective plans should be formulated by the Railways on Zonal basis. Agreeing with the suggestion of the Committee, the Ministry of Railways (Railway Board) have stated:

> "The Zonal Railways are being directed to draw up a perspective plan for provision of passenger amenities, based on a classification of stations and a standard level of amenities to be provided at each such class of station. The modalities are presently being worked out. The Zonal Railways shall be expected to draw up their plans and commence implementation of these Plans from the year 1995-96".

36. The Committee find that though the Railways had been receiving unrealistic demands from the Zonal Railways for funds to meet the expenses on passenger amenities, no action was taken by the Ministry of Railways in the past to review the existing procedure followed by them in allocating funds to Zonal Railways which in the opinion of the Committee suffered from an in-built defect. The Ministry of Railways, have also not initiated any action to consult Zonal Railways, ZRUCC and DRUCC with a view to making the procedure for allocation of funds to Zonal Railways more practical and purposeful. The Committee, therefore, reiterate their earlier recommendation and desire that it should be implemented sincerely in letter and spirit.

37. The Committee also note that the Ministry of Railways have initiated to interact with the Zonal Railways for the formulation of their respective perspective plans in the area of passenger amenities. They desire that the Railway Board should continuously and concurrently monitor the progress in this direction and ensure that there is no let up on the part of Zonal Railways in implementing these Plans sincerely from the year 1995-96 as envisaged presently.

CHAPTER II

RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Para 22)

Sudden step-up in the allocation of funds for passenger amenities during 1992-93 and 1993-94 keeping the provision for basic amenities at 1952 level has led the Committee to conclude that Railways have been able to inflate the amount under the Head passenger amenities by including such items in passenger amenities, especially in additional facilities, *viz.* computerisation, airconditioning of Upper Class Waiting Halls, installation of water coolers in place of Matkas (earthern pitchers), etc. which require larger investment irrespective of the benefit reaching the travelling public, especially to Second Class passengers. It would be more appropriate if Railways furnish a break-up of expenditure of the amount allocated for 'basic passenger amenities' and 'additional facilities' to help the people know what type of passenger amenities are enhanced for the benefit of the public.

Reply of the Ministry of Railways (Railway Board)

Break-up of expenditure incurred under the Plan Head 'Passenger Amenities' for the last two years and the projections for 1993-94 are as under:

	Basic Amenities	Additional Amenities
1991-92	36%	64%
1992-93	37%	63%
1993-94	34%	66%

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

Further comments called for from the Ministry of Railways (Railway Board)

Recommendation (Para 22)

The Railways have furnished the break-up of expenditure of the amount allocated for 'basic passenger amenities and additional facilities' which is as follows:

	Basic Amenities	Additional Amenities
1991-92	36%	64%
1992-93	37%	63%
1993-94	34%	66%

The break-up shows that 'additional facilities' are getting more funds as compared to 'basic amenities'. In this context the Committee want to know the rationale behind allocating comparatively less funds for basic amenities. The Committee also want to know whether certain basic amenities provided with newly introduced trains reclassified as additional facilities.

[Lok Sabha Secretariat O.M. No. 7/1/SCR/94 dated 19.5.1994]

Reply of the Ministry of Railways (Railway Board)

(i) The Figures of expenditure on basic amenities do not reflect a lower priority for allocation of funds for basic amenities. However, as the works of providing basic amenities normally consist of low value items, the overall expenditure even on a large number of such works still does not form a major share of overall expenditure. The highest importance, infact, is attached to provision of basic passenger amenities and wiping out of all the deficiencies noted in such amenities on various stations of the Indian Railways as they existed on 1st April, 1991. It is programmed that all these deficiencies shall be eliminated by 31.3.1995. Upto 1.4.1994, deficiencies had been wiped out by providing the basic amenities in the form of waiting halls at 671 stations, benches at 240 stations, drinking water facilities at 1075 stations, latrines at 391 stations, lighting arrangements at 35 stations and booking arrangements at 10 stations.

(ii) There is no bifurcation of amenities provided on trains, into 'basic amenities' and 'additional facilities.'

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 2.6.1994]

Recommendation (Para 25)

From the reports and other documents placed before the Committee, they cannot but conclude that catering arrangements at the railway stations or in the trains are far from being satisfactory. This is yet another area which needs immediate attention for improvement.

The Committee are constrained to note that cleanliness in trains like Utkal Express etc. is not satisfactory. They would like the Railways to ensure that compartments of various long distance trains are cleaned and disinfected periodically.

Reply of the Ministry of Railways (Railway Board)

The Railways are duly conscious of the need to improve catering service. Improvement in catering service is an on-going and continuous process. Constant endeavours are being made by the Railways to improve the quality of food and catering services at the stations as well as on trains. To this effect, close monitoring is being done and inspections are being conducted frequently by Officers and Inspectors at various levels and suitable deterrent and corrective action is taken against those found guilty. Railways have *inter-alia* initiated measures such as introduction of pantry car service, modernisation of base kitchens, introduction of casserole service, intensive inspections, supply of cooked food on trains by reputed caterers, crash training programmes for cooks and direct induction of cooks from market etc. in this direction.

Railways have been instructed to monitor the maintenance of trains and ensure cleanliness and disinfection at prescribed intervals. *Inter alia,* the following action has been taken:

— Introduction of High Pressure Jet for cleaning of toilets.

— Provision of travelling safaiwalas.

— Organisation of 'Intensive Cleaning Gangs' for thorough cleaning as scheduled maintenance.

— Training of staff on cleaning techniques and appropriate cleaning mediums and appliances.

— Utilisation of Professional Agencies for disinfection of coaches.

As a result of a cleanliness drive undertaken recently the condition of Utkal Express has improved.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 21.1.94 and dated 7.6.1994]

Recommendation (Para 26)

The Committee further observe that although the Estimates Committee in their Sixtieth Report (1987-88) recommended for providing of storage tank for supply of drinking water to the long distance Second Class passengers, no concrete steps appear to have been taken to implement that recommendation. The Committee would like to know what steps have been taken to remove the shortcomings.

Reply of the Ministry of Railways (Railway Board)

The Estimates Committee (1987-88) had recommended that Railways have to establish a system of storage tank in pantry cars in all long distance trains for supply of drinking water to the passengers. Drinking water tanks have been provided in the pantry cars for supplying drinking water to the passengers. Pantry cars attached to Rajdhani Express have been-provided with water coolers for supplying cold water to the passengers.

Zonal Railways have been advised to provide one bottle of potable drinking water of 1000 ml. capacity to each passenger on Shatabdi/ Rajdhani Express trains free of cost where catering charges are included in the passenger fare.

Zonal Railways have also been advised to provide drinking water in pouches alongwith the meals. The cost of water pouches have also been included in the tariff structure. Besides, sale of drinking water in bottles/ pouches is also being arranged on platforms at specific stations on Indian Railways.

[Ministry of Railways (Railway Board) O. M. No. 93-B-342 dated 7.6.94]

Recommendation (Para 27)

The Committee do not agree with the view of the Ministry of Railways (Railway Board) that basic amenities as per prescribed norms are provided at all the stations. Innumerable complaints have been received and inspection reports of different officers/agencies also confirm the fact that even basic amenity like drinking water is not always available in large number of railway stations. Even the findings of the Comptroller and Auditor General of India in 1989 confirm that drinking water was not available in as many as 975 stations of 2340 stations of Eastern, Central and South Eastern Railways visited by them for example, out of 223 stations in Vadodara Division of Western Railway visited by the Chairman of Passenger Amenities Committee (Shri Panchhazari) no drinking water facility was available in 71 stations. Inspection notes of other officers also indicate that even arrangement for this basic amenity is not adequate or not available. Even the Comptroller and Auditor General Report of 1989 pointed out that minimum basic amenities were not available in most of the 2340 stations in Eastern, Central and South Eastern Railways inspected by him in that year.

Reply of the Ministry of Railways (Railway Board)

As regards provision of basic amenities, as per norms, the quantum of facilities required at various stations is variable and normally it increases with the passage of time due to increase in passenger traffic. As such the provision of additional amenities to make good the continuously occuring deficiencies is a regular process and for this Railways conduct periodical surveys. The deficiencies assessed through such surveys, are eliminated in a phased and time bound manner. In this regard, the last survey was conducted to ascertain the deficiencies as existed on 1.4.1991 and it is Railways endeavour to eliminate the same by 31.3.1995. As regards water supply, the water is supplied to passengers at stations through one source or the other. The agencies and mode of supply does vary from place to place depending upon the importance of the stations, volume of passenger traffic dealt with and the availability of water in the region around the station. It may be appreciated that in areas like Rajasthan where there is scarcity of potable water, the water is supplied at stations through contractors who carry it from long distances by tankers, camels etc. In certain areas, even the railway tankers are pressed into service to transport water from one location to another. Even at smaller halt stations water is made available through pichers, etc. However, in the summer months and due to climatic conditions some scarcity may be experienced at one time or the other. Every effort is made to set right the same in the shortest possible time.

[Ministry of Railways (Railway Board) O.M. No. 93-B-842 dated 10.11.93]

Recommendation (Para 28)

The Committee have been informed that passenger amenities provided at various stations or in trains are periodically checked by appropriate authorities and suitable steps taken to remove the deficiencies in a phased manner. On perusal and scrutiny of inspection reports of Shri Panchhazeri, Chairman of Passenger Amenities Committee at the national level, the Committee are inclined to believe that Railways do not take prompt action to remove the deficiencies pointed out from time to time. Even though some sort of standing arrangements do exist for maintenance of the facilities and steps are taken to remove the deficiencies, the machanism does not function to the desired level. There is hardly any evidence to show that for failures in the maintenance and providing of facilities to the passengers, especially Second Class passengers, any action was taken against any railway officials. The Committee feel that the system needs thorough overhauling. It is needless to stress that all persons responsible for maintaining certain facilities/public utilities/amenities in different trains and at different stations should be held responsible and brought to book for the lapses wherever it is reported upon and proved beyond doubt. For this purpose, a Standing Action Committee competent to deal with the lapses of Officers of all levels be constituted at the Board level to fix the responsibility for lapses.

Reply of the Ministry of Railways (Railway Board)

It has been decided that a Standing Action Committee headed by the Additional General Manager (AGM) and consisting of Chief Commercial Manager (CCM), Chief Mechanical Engineer (CME), Chief Electrical Engineer (CEE), Chief Engineer and Chief Medical Officer (CMO) be constituted at the Zonal Railway Headquarters for the purpose. This Committee will periodically review the upkeep and maintenance of passenger amenity facilities provided. The Committee will take appropriate measures to ensure that lapses wherever evident are adequately dealt with. Necessary instructions have been issued to the Zonal Railway Administrations for doing the needful.

[Ministry of Railways (Railway Board) O.M. No. 94-B-342 dated 28.3.94]

Comments of the Committee

(Please *see* paragraph 25 of Chapter I of the Report)

Recommendation (Para 30)

The Committee consider the problem a serious one and require immediate solution. The long distance Second Class sleeper passangers, who are to travel in the same coach for 2-3-days at a stretch should get the facilities intended for them. They would like the Railway Board to consider the matter on priority basis and introduce some unreserved compartments in those trains if possible so that ordinary Second Class passengers too can avail of the travel facilities in a fast train without

causing any inconvenience to the bonafide sleeper passengers. The Railway Board should make a review of the situation consequent upon the introduction of the new system and should evolve proper method to help the passengers over both short and long distances.

Reply of the Ministry of Railways (Railway Board)

From April, 1993 Railways have introduced sleeper class to provide comfortable journey to the Second Class long-distance passengers. Any travel by short-distance commuters in such coaches attracts penalty.

However, in order to facilitate travel by short-distance commuters and also the long-distance passengers, travelling at the last moment without reservation, Railways have provided in most of the Mail/Express trains 3 Second Class unreserved coaches (including the combined Second-cum-Luggage-cum-Brake Van). After the introduction of sleeper class, Railways have reviewed the needs of such passengers *vis-a-vis* long distance passengers in sleeper class. As a result, they have augmented the load of some trains with additional second class coaches and in some cases by replacing some of the second class sleeper coaches by unreserved second class coaches. A list of such trains is indicated in Annexure –'A'.

In addition, Railways keep a constant watch on the needs of both long-distance and short distance second class passengers including sleeper class passengers in order to provide additional travel facilities consistent with the availability of resources. In the Time Table which came into force from July, 1993 a number of additional services have been provided. Some of them like Agra-Nizamuddin Express etc. are intended to cater mainly to the second class unreserved passengers. A list of such services are given in Annexure–'B'.

For catering to the commuters traffic, RDSO have also developed desings for Diesel Multiple Units (DMUs) and orders have been issued to ICF/MAS for developing Prototype rake for field testing.

In the meantime, Push Pull services which are similar to DMU services except for the difference that instead of some of the coaches being powered, a locomotive is being utilised in the middle of the rake formation with 4-5 coaches on eitherside, have been introduced on Eastern, South Eastern and Western Railways and they have become very popular besides being economical. Besides, on account of their high acceleration and short braking distances, the journey time has been cosiderably reduced.

Some of the important sections on which Push-Pull rakes have been introduced are as under:

1. Sealdah-Hasnabad
2. Ara-Mokama
3. Hasnabad-Barasat

4. Mokama-Danapur
5. Mokama-Patna
6. Mokama-Buxur
7. Patna-Buxur
8. Buxur-Varanasi
9. Cuttack-Bhubaneswar-Palasa
10. Andal-Sainthia
11. Virar-Dahnu Road
12. Kanpur-Lucknow

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

ANNEXURE 'A'

ACTION TAKEN TO CLEAR COMMUTERS AS A RESULT OF SLEEPER CLASS

1. Raigarh-Champa-Bilaspur-One GS on 8002/8001 Howarh-Durg GS
2. 3151/3152 Sealdah-Jammu Tawai Express augmented by one GS from 25.5.93
3. 3 GSCN by 3039/3040 Howrah-Delhi Janata Exp.
4. 3 GSCN by 3071/3072 Howrah-Jamalpur Exp.
5. 1 GSCN by 327/328 Howrah-Danapur East Pass.
6. 2 GSCN by 3133/3134 Sealdah-Mughalsarai Exp.
7. 1 GSCN by 3413/3414 3483/23484 Farakka Exp.
8. 1 GSCN by 3111/3112 Delhi-Sealdah Exp.
9. 1 GSCN by 3151/3152 Jammu Tawi Sealdah Exp.
10. 1 GSCN by 3143/3144 Darjeeling Mail

Have been replaced by 955 w.e.f. 01.04.1993.

11. 2 GSCN by 5059/6060 Charminar Exp.
12. 2 GSCN by 6027/6028 West Coast Exp.
13. 2 GSCN by 6069/6070 Yercaud Exp.
14. 2 GSCN by 6031/6032 Jammu Tawi-Madras Exp.
15. 2 GSCN by 6017/6018 Himsagar Exp.
16. 2 GSCN by 6093/6094 Madras-Lucknow Exp.

Have been replaced by 295 from 15.04.1993.

17. 1 GSCN by 6039/6040 Madras-Varanasi Exp. to be replaced by one GS.
18. 1 GS augmented on 2625/2626 Kerala Exp. w.e.f. 1.7.93.
19. 2 GSCN by 2302/2304 Poorva Exp. replaced by GS 2381/2382 w.e.f. 20.7.93.
20. 1 GSCN by 3025/3026 Howrah-Muzaffarpur Exp. to be replaced by GS w.e.f. 15.9.93.
21. 1 GSCN by 3153/3154 Gour Exp. to be replaced by GS w.e.f. 15.9.93.
22. 6029/6030 Mangalore-Trivandrum Malabar Express augmented by one GS from 14.5.93.

23. 1081/1082 Kanniyakumari-Bombay VT Express augmented by one GS between Kanniyakumari and Ernakulam from 14.5.93.
24. 106/107 Indore-Dewas Shuttle extended from 17.5.93 upto Ujjain to release pressure of commuters on 2961/2962 Avantika Express.
25. One GS between Ahmedabad and Marwar by 4727/4728 Ranakpur Express.
26. One GS between Nasik and Bhusawal by 7340/4247 Express for commuters.
27. One GS between Itarsi and Bina on 7021/7022 extended upto NGP.
28. One GS between Bhusawal-Gorakhpur by 1015/1016 Express.
29. One GS between Bhusawal-Jhansai by 1015/1016 Express.
30. One GS on 2101/2102 Express.
31. One GS on BSL-NGP section by 3383/7384 Express.
32. Two GS running between Dadar and Bhusawal expended upto Itarsi by 1027/1028.
33. One GSCN on 2981/2982 Ahmadabad-Jammu Tawi Sarvodaya Express to be replaced with one GS coach w.e.f. 15.9.93.
34. One GSCN on 2997/2998 Hapa-Jammu Tawi Express to be replaced with one GS coach w.e.f. 15.9.93.
35. 1 GSCN on 2925/2926 Paschim Express to be replaced with One GS coach w.e.f. 15.9.93.
36. 7007/7008 Godawari Express by One GS.
37. 7015/7016 Vishaka Express by One GS.
38. 4259/4260 Express augmented by One GS.
39. One GS on 4265/4266 Express.
40. Two GS on 4517/4518 Express.
41. 5621/5622 N.E. Express by One GS from 15.4.93.

ANNEXURE 'B'

LIST OF TRAINS INTRODUCED/EXTENDED FOR MAINLY CATERING TO 2ND CLASS UNRESERVED PASSENGERS

1. NZM-Agra Intercity Express.
2. Dhanbad/Adra-Tatangar Intercity Express.
3. Mysore-Mangalore Fast Passenger.
4. Gorkhpur-Gonda Passenger.
5. Korba-Bilaspur Passenger.
6. Cuttack-Bhadrak Passenger.
7. Sambalpur-Jharsuguda Passenger in Dn. Direction.

Extension of Trains:

1. 463/464 Adra-Khragpur passenger upto Hatia.
2. 509 Coimbatore-Palghat passenger upto Shoranpur.
3. 229/234 Maddur-Bangalore passenger upto Mysore.
4. 230/233 Maddur-Mysore Passenger upto Bangalore.
5. 173/174 Tambaram-Villupuram Passenger upto Madras Egmore.
6. 781/782 Manamadurai-Virudhangar Passenger upto Sengottai.
7. 369 Dn. Kosikalan-NZM Shuttle upto New Delhi.
8. 311/312 Alleppy-Kayamkulam Passenger upto Ernakulam.

Recommendation (Para 41)

The Committee are surprised to find that Budget allocation sought by the Zonal Railways, on the basis of ceiling imposed by the Railway Board is further pruned by Railway Board irrespective of the requirement of Zonal Railways. As regards actual expenditure on passenger amenities, the amount is much less than the proposed expenditure. In other words, many of the schemes under this head were either abondoned or allowed to remain incomplete.

The Committee also note with regret that revised estimates in respect of Passenger Amenities and other Railway Users Amenities inclusive of the provisions made for passenger amenity works in other plan heads such as computerisation of Passenger Reservation System in plan head computerisation are not available with the Railway Board. The Committee desire that such particulars should be scrupulously maintained and made available to the Committee as and when asked for.

Reply of the Ministry of Railways (Railway Board)

Before formulation of the Works Programme, Zonal Railways are asked to assess the requirements of funds for the year. Based on Railways requirements and the anticipated resource position, ceilings are fixed within which the Railways frame their works Programmes. On finalisation

of the Plan Size by the Planning Commission, the ceilings are suitably modified. Allocations once fixed are not changed arbitrarily by the Board. The Changes are effected only if a particular Zonal Railway re-assesses its requirement of funds within the working year and indicates revised requirement. The surrender of funds in the recent years had been due to unforeseen circumstances like delay in availability of site, failure of contractors, non-availability of material, climatic factors etc. However, it is the continuing endeavour of the Railways that funds allotted are fully utilised and an all out effort was made in 1993-94 to ensure that there were no surrenders. Latest position available from the Railways indicate that the funds allotted during 1993-94 shall be fully utilised. Normally, no schemes under this head were either abandoned or allowed to remain incomplete for want of funds.

All Zonal Railways have been asked to furnish the break-up at the revised estimate stage of the expected expenditure on passenger amenities including the expenditure incurred on these amenities in other plan heads such as computerisation, traffic facilities, doubling etc.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 27.5.94]

Recommendation (Para 42)

From the information regarding amount spent or proposed to be spent on passenger amenities by different Zonal Railways during the last three years, the Committee come to conclusion that the Railway Board earmarked and Zonal Railways spent minimum amount during 1991-92 in providing passenger amenities in North Eastern and Northeast Frontier Railways, i.e., Rs. 1.59 crores and Rs. 1.70 crores and Rs. 0.87 crores and Rs. 0.81 crores respectively. Although the Board has provided double the amount in the revised budget estimate for providing passenger amenities on these Railways during 1992-93 keeping in view the past performance of the Railways in the matter of spending allocated money on passenger amenities as stated elsewhere, it is doubtful whether the North East/ Northeast Frontier Railway would be able to spend the amount fully. The Committee would urge upon the Railways to step up their efforts to spend the budgetted amount so as to provide better amenities as per norms elsewhere to the passengers of these two railways running through most backward and remote parts of the country.

Reply of the Ministry of Railways (Railway Board)

Strict instructions have been issued to the Zonal Railways to ensure that Works are progressed as per schedule and there is absolutely no surrender of funds as far as Plan Head 'Passenger Amenities' is concerned. Monitoring in this regard is also being done at the level of Railway Board.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

Recommendation (Para 21)

The Committee observe that amount spent on passenger amenities per annum from 1952 till the end of Sixth Plan Period remained almost static even though money value during this period decreased considerably. In other words, the Railways failed to even maintain the same standard of passenger amenities over this period of time.

Reply of the Ministry of Railways (Railway Board)

It may be appreciated that the provision of passenger amenities is not only undertaken under the Plan Head "Passenger Amenities" but also through other works under different Plan Heads. As such an analysis of the allocation under the Plan Head "Passenger Amenities" only, would not be truly representative of Railways concern towards improvement of passenger amenities. During the past four decades, overall standard of passenger amenities at the stations as well as in the trains has improved considerably. Besides providing the Basic Passenger Amenities at stations, provision of water-coolers/chiller plants for providing cold water, improved train information displays and public address systems, improved lighting and fannage, introduction of computerised reservation, introduction of Air Conditioned and sleeper class services, faster trains like Rajdhani and augmentation of various facilities at stations has resulted in availability of improved services at stations and in the trains.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 24.5.94]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendations (Paras 18, 19, 20)

The Committee note that following the recommendations of the Railways Convention Committee in 1949, a Development Fund with the provision of Rs. 3 crores was created for providing basic amenities to passengers every year. In 1952, passenger amenities included provisions for booking arrangement, waiting halls, benches, suitable lighting arrangements, drinking water, latrines, shady trees and halt stations (whether worked by contractors or departmentally) rail level platforms of suitable length, waiting shed-cum-booking office, lighting where trains stop at night and shady trees. In 1965, following the recommendations of the Railway Convention Committee for enhancement of the amount for passenger amenities to Rs. 4 crores per annum, the Railway Board, while increasing the amount, included some other items in the list of basic amenities. In the Fifth Plan, Railways spent Rs. 3.50 crores per annum on passenger amenities and it was stepped up to Rs. 5 crores per annum in the Sixth Plan. In the Seventh Plan, the per annum expenditure under the head of passenger amenities was about Rs. 15.36 crores.

From the list of basic amenities provided during 1952 and as at the end of Seventh Plan, the Committee find that not a single item more of basic amenities has been added to the list to make the passengers little more comfortable. This contradicts the claim of the Railway Board that better facilities/amenities are provided with the improvement in the standard of life of the travelling public. The Committee hope that the Railways will take note of the fact and make sincere efforts to effect improvement in the standard of passenger amenities.

The Committee fail to understand as to how certain basic functional requirements like urinals, platform covers, water coolers, foot overbridges or sub-ways, reservation offices, inquiry offices with train indication boards, improved lighting and fans arrangement provided in certain stations could constitute additional amenities provided to the passengers. The Committee are of the view that being the sole rail transport carrier of the country, Railways have a solemn duty and moral responsibility to serve the travelling public but they have not discharged their duty in providing adequate amenities and classified certain basic functional requirements at stations/platforms as passenger amenities. This attitude of the Railways cannot be appreciated.

Reply of the Ministry of Railways (Railway Board)

It is felt that the items comprising the list of basic passenger amenities as in 1952 are those which are more important than the other facilities which the Railways would like to provide at the stations if the availability of funds so permit. Accordingly, the norms for basic amenities are the minimum facilities required to be provided irrespective of the status of a station. It also does not impose any restriction to provide more amenities based on the volume of traffic at a station. However, it may kindly be noted that the progressive and substantial increase in the yearly allocation under the Plan Head 'Passenger Amenities' definitely goes towards provision of those amenities which are categorised as additional amenities. As such, even though the list of basic amenities remains the same, more and more amenities have been provided at various railway stations on the Indian Railways. However, while providing these facilities, priority is accorded to stations having important status from commercial and business point of view or traffic interchange.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.94]

Comments of the Committee

(Please *see* paragraphs 15, 16 and 17 of Chapter I of the Report)

Recommendation (Para 23)

The Committee would like the Railways to spell out in unequivocal terms the basic amenities as recommended by the Estimates Committee long back and the items included in it. The Committee cannot help expressing their shock and surprise over the inclusion of basic necessities like provisions of urinals, platform covers, sub-ways and catering arrangements etc. as additional facilities in the list of passenger amenities. The Committee are strongly of the view that nothing less then this could be provided to make the Railway stations/platforms functional ones.

Reply of the Ministry of Railways (Railway Board)

In response to Estimates Committee's observation in their Report of 1987-88, Railway had listed the following items as basic passenger amenities:

I. **Regular/Flag Stations**

1. Waiting hall
2. Benches
3. Drinking water
4. Latrines

5. Platforms with well maintained surface
6. Proper booking arrangement
7. Lighting arrangements
8. Shady trees

II. Halt Stations

1. Rail level platform of suitable length
2. Waiting shed-cum-booking office
3. Lights where trains stop at night
4. Shady trees

As regards Committee's recommendations, the position is as under:

(i) Latrines are basic passenger amenities at stations. At such stations where the volume of traffic is meagre, the latrines can adequately serve the purpose of urinals also.

(ii) As regards platform covers, most of the stations dealing with moderate passenger traffic have already been provided with cover overplatforms. At very small stations, the waiting hall-which is a basic passenger amenity and shady trees which again are one of the basic passenger amenities provide adequate shelter to the waiting passengers.

(iii) As regards sub-ways, the experience shows that normally the sub-ways become shelters for urchins, hiding place for anti-social elements and a storage place for garbage. Wherever necessary, the purpose is better served by foot overbridges. However, at small stations where the number of passengers being dealt with is very small and very few trains halt, the crossing of the railway lines is adequately accomplished through the device of path-way, provided at the end of the platforms.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

Comments of the Committee

(Please *see* paragraphs 15, 16 and 17 of Chapter I of the Report)

Recommendation (Para 24)

To their great dismay, the Committee find that the Railways are not serious and sincere enough in providing much needed basic amenities to the passengers as would be evident from the fact that out of budget provision of Rs. 28 crores under the head 'Passenger Amenities' during the year 1990-91 the Railways spent only Rs. 20.9 crores. Again, out of budget provision of Rs. 31 crores made for the purpose during 1991-92, the Railways spent only Rs. 23.6 crores. In respect of budget provision for 1992-93, the trend in not too happy. Out of an enhanced budget provision

of Rs. 50 crores, Railways could spent only Rs. 9.9 crores till December, 1992. The Committee do expect the Railways to act speedily and efficiently in responding to the basic requirements of travelling public. They trust the Railways should be able to spend Rs. 60 crores provided for 1993-94 to implement the schemes included in the proposals for enhancement of passenger amenities.

Reply of the Ministry of Railways (Railway Board)

The surrender of funds in the recent years had been due to unforeseen circumstances like delay in availability of site, failure of contractors, non-availability of material, climatic factors etc. However, it is the endeavour of the Railways that funds allotted during the current years are fully utilised and all out efforts are being made to achieve this target.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

Comments of the Committee

(Please *see* paragraph 21 of Chapter I of the Report)

Recommendation (Para 33)

The Committee find that there has been only a marginal increase of 0.27% in the expenditure on passenger amenities to passenger earnings in the Seventh Plan over the Sixth Plan. In the opinion of the Committee, Passengers deserve a better deal and greater allocation should be made on passenger amenities in proposition to the growth of passenger traffic and their earnings.

Reply of the Ministry of Railways (Railway Board)

The number of originating passengers on the Indian Railways increased by only 9.6% over the VII plan, *i.e.*, between 1984-85 and 1989-90 whereas the annual expenditure on passenger amenities during the same period increased by more than 200 percent. Rate of increase in passenger earnings during the same period was also much less at 83.1%.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 6.4.94]

Comments of the Committee

(Please *see* paragraph 28 of Chapter I of the Report)

Recommendations (Paras 38, 39, 40)

The Committee note that every year Railways provide certain amount in their Budget Estimates under the Broad head "Passenger and other Railway Users' Amenities" providing funds under different sub-heads for different railways. Pending final allotment of funds under the Plan Head "Passenger and Other Railway Users' Amenities", the tentative ceiling is fixed internally by the Railway Board and the Zonal Railways are asked to send their proposals to be executed in the next year within the ceiling limit. After the Annual Plan of the Railways is finalised, this amount is

distributed railway-wise and distribution of allotted amount for the purpose of execution is done by the Zonal Railways themselves. The Railway Board can change allocation from one railway to another, if they so desire.

The aforesaid procedure suffers from an in-built defect. It restrains the Zonal Railways to formulate proposals/schemes according to their requirements and puts restrictions on them to finalise Zonal Plans within the ceiling limit. Curtailment of requirements of Zonal Railways, who are the best judge of their requirements is rather arbitrary. In the opinion of the Committee, proposals should be formulated by the Zonal Railways keeping in view the basic requirements of the respective Railways under the head 'Basic Passenger Amenities' in consultation with ZRUCC and DRUCC and the Railway Board should generally agree to the proposals of the Zonal Railways.

Further, once the allocation of fund is made for providing passenger amenities and given to the Zonal Railways, the Railway Board should not change or transfer the allotted money to another railway. On the contrary, the Railway Board should ensure that fund so allocated is fruitfully utilised for which it was asked for. In case of any failure on the part of the Zonal Railway to implement the projected scheme, concerned officers of the Zonal Railway should be made liable to explain the reasons for non-implementation of the scheme. The Committee hope that the Railway Board should review the matter afresh and evolve a procedure in consultation with all the Zonal Railways, ZRUCC and DRUCC to make it more purposeful.

Reply of the Ministry of Railways (Railway Board)

Zonal Railways have already been instructed that the first charge on available funds will be on the provision of basic passenger amenities. Accordingly, the Zonal Railways assess the requirement of funds for the next year and the same is conveyed to the Board. Based on Railways' requirements and based on the availability of funds, ceilings are fixed within which the Railways frame their Works Programme for the next year. Allocation once made is not changed arbitrarily by the Board. The changes are effected only if a particular Zonal Railway re-assess their requirement of funds within the working year and indicate revised requirement.

[Ministry of Railways (Railway Board) O.M. No. 93-B-342 dated 10.11.93]

Comments of the Committee

(Please *see* paragraphs 36 and 37 of Chapter I of the Report)

CHAPTER V

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT HAVE NOT BEEN RECEIVED

-NIL-

NEW DELHI;
August 26, 1994
Bhadra 4, 1916 (Saka)

SOMNATH CHATTERJEE,
Chairman,
Standing Committee on Railways.

APPENDIX I

Minutes of the First, Second, Third and Fifth sittings of the Standing Committee on Railways (1994-95) held on 12 May, 1 June, 9 June and 26 August, 1994

MINUTES OF THE FIRST SITTING OF THE STANDING COMMITTEE ON RAILWAYS (1994-95)

The Committee sat on Thursday, 12 May, 1994 from 15.00 hrs. to 16.25 hrs.

PRESENT

Shri Somnath Chatterjee — *Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shri A.R. Antulay
4. Smt. Santosh Chowdhary
5. Kumari Frida Topno
6. Shri Dilcep Singh Bhuria
7. Shri Ashok Gehlot
8. Shri Manku Ram Sodhi
9. Shri Tej Singh Rao Bhonsle
10. Smt. Sheela Gautam
11. Shri Shrish Chandra Dikshit
12. Smt. Girija Devi
13. Shri Basudeb Acharia
14. Shri S. Sivaraman
15. Shri Ramashray Prasad Singh
16. Shri P.C. Thomas

Rajya Sabha

17. Shri Mohinder Singh Kalyan
18. Smt. Sarala Maheshwari
19. Shri Radhakishan Malaviya
20. Shri Sarada Mohanty
21. Shri Satish Pradhan
22. Shri O. Rajagopal
23. Shri Janardan Yadav

SECRETARIAT

Shri R.K. Chatterjee — *Deputy Secretary*
Shri T.D. Dhingra — *Deputy Secretary*

2. *** *** ***

***Relates to other matters.

3. Thereafter, the Committee discussed the future programme of work. The Committee decided to consider action taken notes received from Ministry of Railways on the Reports of Committee at their next sitting to be held on 1 June, 1994.

4. *** *** ***

5. The Committee emphasised the need for early and positive action from Ministry on the observations/recommendations contained in the Reports of the Committee.

The Committee then adjourned.

***. Relates to other matters.

MINUTES OF THE SECOND SITTING OF THE STANDING COMMITTEE ON RAILWAYS (1994-95)

The Committee sat on Wednesday, 1 June, 1994 from 1600 hours to 1645 hours.

PRESENT

Shri Somnath Chatterjee — *Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shri A.R. Antulay
4. Shri G. Madegowda
5. Shri Dileep Singh Bhuria
6. Dr. Kartikeswar Patra
7. Shri Manku Ram Sodhi
8. Shri Allola Indrakaran Reddy
9. Shri B.K. Gudadinni
10. Shri Anand Ahirwar
11. Shri Tejsingh Rao Bhonsle
12. Smt. Sheela Gautam
13. Shri Shrish Chandra Dikshit
14. Shri Raj Narain
15. Smt. Girija Devi
16. Shri Basudeb Acharia
17. Shri Ramashray Prasad Singh
18. Shri P.C. Thomas

Rajya Sabha

19. Shri Rahasbihari Barik
20. Smt. Sarala Maheshwari
21. Shri Radhakishan Malaviya
22. Shri Sarada Mohanty
23. Shri Satish Pradhan
24. Shri O. Rajagopal
25. Shri Kailash Narain Sarang
26. Shri Janardan Yadav

SECRETARIAT

Shri R.K. Chatterjee —*Deputy Secretary*

The Committee considered memoranda No. 2 *** on Action Taken Notes received from the Ministry of Railways on recommendations/ observations contained in the First Report on 'Passenger Amenities'.

*** *** *** ***

3. While considering action taken notes, the Committee observed that the replies have been drafted in a casual manner and they are far from satisfactory. The Committee also took serious note of the undue delay on

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. ***Relates to other matters.

the part of the Ministry of Railways in furnishing the replies. Not being convinced with replies of the Ministry in respect of certain recommendations, the Committee decided to take oral evidence of the representatives of the Ministry, on 9 June, 1994 at 1100 hours. ***

4. *** .... The Committee also requested the Chairman to take up the matter with the Hon'ble Speaker regarding the casual manner in which reports of the Standing Committee are being dealt with by the Ministry of Railways.

The Committee then adjourned.

*** Relates to other matters.

MINUTES OF THE THIRD SITTING OF THE STANDING COMMITTEE ON RAILWAYS (1994-95)

The Committee sat on Thursday, 9 June, 1994 from 1100 hrs. to 1345 hours.

PRESENT

Shri Somnath Chatterjee — *Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Shri A.R. Antulay
4. Shri G. Madegowda
5. Smt. Santosh Chowdhary
6. Km. Frida Topno
7. Shri Dileep Singh Bhuria
8. Shri Ashok Gehlot
9. Shri Manku Ram Sodhi
10. Shri Allola Indrakaran Reddy
11. Smt. Sheela Gautam
12. Shri Mangal Ram Premi
13. Shri Shrish Chandra Dikshit
14. Shri Raj Narain
15. Shri Brishin Patel
16. Smt. Girija Devi
17. Shri Basudeb Acharia
18. Shri Ramashray Prasad Singh

Rajya Sabha

19. Shri S.S. Ahluwalia
20. Smt. Mohinder Singh Kalyan
21. Smt. Sarala Maheshwari
22. Shri Radhakishan Malaviya
23. Shri Sarada Mohanty
24. Shri Satish Pradhan
25. Shri Kailash Narain Sarang

SECRETARIAT

Shri R.K. Chatterjee — *Deputy Secretary*

2. At the outset, the Chairman welcomed the representatives of the Ministry of Railways (Railway Board) and invited their attention to the provisions of Direction 58 of the Direction by the Speaker. The Committee

took a serious view of delay on the part of the Ministry in submitting the replies in respect of action taken on the recommendations contained in the Committee's First Report on "Passenger Amenities"***. The Chairman, Railway Board apologised for the delay and assured the Committee that the replies in future will be submitted in time.

3. The Committee observed that most of the replies of the Ministry were evasive and vague.

4. On a point of clarification, the Committee wanted to know how the infrastructural facilities like station buildings, platforms, booking arrangements, lighting arrangements etc. which are functional requirements of the Railways, were being treated as 'basic passenger amenities'. The Member (Engg.) Railway Board stated that they were all complementaries.

5. The Committee observed that funds allocated for 'Passenger Amenities' were surrendered in the recent past mainly due to inefficiency on the part of the officers deputed. The representative of the Ministry admitted that in the past there had been some problems in regard to utilisation of funds under the head 'Passenger Amenities'. He further admitted that this area required greater attention.

6. The Committee expressed the view that a Standing Action Committee competent to deal with lapses at all levels be constituted in the Railway Board.

7. The Committee suggested that in order to avoid any element of adhocism in making provisions for passenger amenities, long term perspective plans should be formulated by the Railways on Zonal basis.

8. *** *** ***

9. After discussing various points on the subject, the Chairman asked the representatives of the Ministry to submit further information, if any, by 21 June, 1994 for consideration of the Committee.

The Committee then adjourned.

*** Relates to other matters.

MINUTES OF THE FIFTH SITTING OF THE STANDING COMMITTEE ON RAILWAYS (1994-95)

Fifth sitting of Standing Committee on Railways (1994-95) was held on Friday, the 26th August, 1994 from 1600 hrs. to 1640 hrs. in Committee Room No. 'E', Parliament House Annexe, New Delhi. The following were present:—

PRESENT

Shri Somnath Chatterjee — *Chairman*

MEMBERS

Lok Sabha

2. Shri Harilal Nanji Patel
3. Smt. Santosh Chowdhary
4. Km. Frida Topno
5. Shri Ashok Gehlot
6. Shri Manku Ram Sodhi
7. Smt. Sheela Gautam
8. Shri Shrish Chandra Dikshit
9. Smt. Girija Devi
10. Shri Basudeb Acharia

Rajya Sabha

11. Smt. Sarala Maheshwari
12. Shri Radhakishan Malaviya
13. Shri Sarada Mohanty
14. Shri Satish Pradhan
15. Shri Janardan Yadav
16. Shri Ahmed Mohmedbhai Patel

SECRETARIAT

Shri S.C. Gupta ——*Joint Secretary*

Shri T.R. Sharma —*Deputy Secretary*

Shri R.C. Gupta —*Under Secretary*

The Committee considered and adopted the following draft reports without any amendment/modification:

(i) Draft Seventh Report on Action Taken by Government on the observations/recommendations contained in the First Report (1993-94) of the Committee on 'Passenger Amenities'; and

(ii) *** *** ***

The Committee authorised the Chairman to finalise the Reports after carrying out all necessary corrections on the basis of factual verification from the Ministry or otherwise and to present the same to Parliament on the Second of the Winter Session, alongwith.

The Committee then adjourned.

. ***Relates to other matters.

APPENDIX II

Analysis of action taken by Government on recommendations/observations contained in First Report of the Standing Committee on Railways (1993-94) (Tenth Lok Sabha) on 'Passenger Amenities'

Total number of recommendations/observations		18
(i)	Recommendations/observations which have been accepted by the Government. (*Vide* recommendations/observations paras 22, 25, 26, 27, 28, 30, 41 and 42)	8
	Percentage of Total	44.4%
(ii)	Recommendations/observations which the Committee do not desire to pursue in view of Government's replies— (*Vide* recommendations/observation Para 21)	1
	Percentage of Total	5.60%
(iii)	Recommendations/observations in respect of which Government's replies have not been accepted by the Committee and which required reiteration. (*Vide* recommendations/observations para No. 18, 19, 20, 23, 24, 33, 38, 39 and 40)	9
	Percentage of Total	50.00%
(iv)	Recommendations/observations in respect of which final replies of Government are still awaited	NIL